

## CREATING THE WAR SHIPPING FIELD SERVICE

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Mr. McCARRAN, from the Committee on Commerce, submitted the following

## REPORT

[To accompany S. J. Res. 82]

The Committee on Commerce, to whom was referred the joint resolution (S. J. Res. 82) to establish the War Shipping Field Service, having considered the same, report favorably thereon with amendments.

The amendments are as follows:

Page 2, line 7, strike out "and" and insert in lieu thereof a comma.

Page 2, line 8, after the word "Service" insert "and members of the United States merchant marine not qualified for active service".

Page 3, strike out all of lines 3 to 6, inclusive.

The purpose of the amendments on page 2, lines 7 and 8, is to make members of the United States merchant marine not qualified for active service in the merchant marine eligible for preferential enrollment in the War Shipping Field Service created by the measure on the same basis as honorably discharged veterans of the armed services and former members of the United States Maritime Service.

The amendment striking out lines 3 to 6 on page 3 would delete section 4 of the measure as not pertinent or necessary inasmuch as it appears that the matter of administrative expenses for the field service will be taken care of in a proposed deficiency appropriation measure increasing the limitation on administrative expenses of the War Shipping Administration for the fiscal year 1944 to take care of the expenses of conducting the War Shipping Field Service for that fiscal year. With respect to subsequent years, the matter of administrative expenses for the field service would be handled in accordance with the usual budget and appropriation procedure.

## GENERAL STATEMENT

This legislation must be considered in the light of the scope and magnitude of the vessel repair and conversion operations of the War Shipping Administration which is actively engaged in operating and main-

taining in repair the largest merchant marine in the history of the world. There are at present 197 shipyards in which vessels under control of War Shipping Administration are being repaired. Ships old and new alike need constant adjustment, care, maintenance, and repair. There is in addition to the normal adjustments of peacetime the work made necessary by the extraordinary hazards of war. Armaments, degaussing systems, communication systems, sounding and listening devices, and defense precautions must be maintained at all times at the highest degree of efficiency. Moreover, conversion of vessels to troop ships, carriers, auxiliaries, and hospital ships is required in ever-increasing volume. It is necessary to meet the challenge of wartime conditions for ship-repair yards to be operated at maximum efficiency consistent with the nature and extent of their operations. The War Shipping Administration, by Administrative Order No. 2, Supplement 13, dated August 18, 1943, created a field service division in order to provide more adequate control over costs. The order was designed for the following purposes:

- (1) Surveys and reports on conditions in ship-repair yards which affect the cost of repair and conversion program of War Shipping Administration;

- (2) To provide better control over the costs of the repair or conversion of War Shipping Administration vessels; and

- (3) To train personnel in analysis and checking of the costs and efficiency of ship repairs; and such other duties and services of a similar nature as may be required by the Administrator.

Immediately upon the creation of the War Shipping Field Service Division, a limited number of personnel were employed and after a short period of actual field operation completely demonstrated the desirability, feasibility, and potentialities of the program.

In developing personnel, Veterans' Employment Service and United States Employment Service were contacted and arrangements made to have discharged veterans recruited for this Service.

In addition to supervisory duties of cost inspection of time and material, the personnel of the organization will be charged with certain duties of protecting vessels being repaired. Personnel of this Service will be placed in all yards wherein vessels under control of War Shipping Administration are being repaired or converted.

The Field Service Division of War Shipping Administration, established by the administrative order of August 18, 1943, at present surveys and reports on conditions in ship-repair yards which affect the cost of repair and conversion program of the War Shipping Administration and provides better control over the costs of repair or conversion of War Shipping Administration vessels, and trains personnel in the analysis and checking of the costs of ship repairs in order to prevent excessive use of overtime, unnecessary labor costs in loading and unloading vessels, and excessive use of man-hours resulting therefrom at increased cost, excessive use and waste of materials, duplication of work and charges on items improperly performed through faulty workmanship and lack of proper supervision, duplication of charges on materials, and inadequate accounting of excess materials.

The proposed measure would give the present Field Service Division of the War Shipping Administration statutory basis and authority, and will facilitate the objective sought by the War Shipping Administrator in the creation of this service by attracting to it veterans of the

armed forces who are peculiarly fitted for training for the performance of the service to be required in connection with cost control inspection and supervision of repair and protecting vessels of the American merchant marine.

One of the objectives of the proposed legislation is the rehabilitation of disabled veterans, including merchant seamen, who are by the terms of the joint resolution to be given preference in employment.



